

WHAT WILL BE THE IMPACT OF CONSOLIDATING A K-12 SCHOOL POLICE
DEPARTMENT WITH A LARGE URBAN MUNICIPAL AGENCY
BY 2008?

A project presented to
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Peace Officer Standards and Training

By

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This Command College project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future; creating it, constraining it, adapting to it. A futures study points the way.

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CHAPTER 1

ISSUE IDENTIFICATION

Introduction

Instances of sensational criminal events in schools (e.g., Columbine, Jonesboro) have focused national attention of safety and security for students. Research has shown that schools are comparatively safe places, and students in the 1990s are less likely to be victimized than in previous years. However, the perception and reality of crime and fear of crime are pernicious and have the potential to disrupt the learning environment.¹

As a result, school districts across the country are faced with very difficult policy decisions. Should they press existing school personnel to add security services to their duties? Should off-duty retired police officers be contracted for additional professional services? Should they commit scarce resources to support a full-fledged department of security or even school police? Or should they encourage local police to become permanent participants in schools?²

This study will examine those questions, as well as, what possible futures would be exhibited if services are consolidated, discontinued, or disbanded? National indicators affirm that the levels of crime in school have continued to decline, that acts that promote fear and detract from learning are decreasing, and that students feel safer in school than they did a few years ago.³ Therefore, what incentives exists for public schools to maintain their own law enforcement agency?

To put the problem of targeted school-based safety in context, from 1993 to 1997 the odds that a child in grades 9-12 would be threatened or injured with a weapon in school were 7 to 8 percent, or 1 in 13 or 14. The odds of getting into a physical fight at school were 15 percent, or 1 in 7.⁴ In contrast, the odds that a child would die in school by homicide or suicide are no greater

than 1 in 1 million.⁵ In 1998, students in grades 9-12 were the victims of 1.6 million thefts and 1.2 million nonfatal violent crimes, while in this same period, 60 school associated violent deaths were reported for this student population.⁶

Most American's believe that one step to achieving quality education is to provide a safe learning environment. Historically, to combat fear and provide some sense of school safety, large urban school districts throughout the nation rushed to develop school security departments. Most of these departments were a result of legislative empowerment in the wake of the civil rights movement in the 1960s. With a limited number of training hours, any school district could create their own security department, and in some states these security departments had limited peace officer powers.

As schools became more populated and more focused with multicultural education, many of the issues and concerns faced by communities began to materialize within the schools. Busing to desegregate and diversify schools led to a new wave of issues for school personnel. No longer were children just from the neighboring community; rather, now children were from multiple communities, bringing with them multiple community problems. Economic and social concerns which typically did not impact schools in middle and high income communities were now concerns. Whether real or perceived, many of these concerns appeared to center around school safety.

Schools soon found themselves dealing with more than education. Students who once got into simple fist fights were now carrying knives and guns. Gangs began emerging and drug contraband was becoming prevalent. Schools rushed to develop programs, systems, and strategies they believe would improve some sense of security. Along with this came more

legislative empowerment for school districts to create their own police departments, thus freeing the way for educators to teach and students to learn.

Today, along with their own police department, many large urban school districts have developed safe school plans, district wide crime prevention policies, on-going in-service training for students and staff, crisis intervention and preparation, and interagency collaboration with student and parent participation. Funding that was once solely allocated for education now must be shared to provide for school safety. Classroom curriculum must now incorporate survival techniques in the event of a school shooting or bombing. No longer is the simple “duck and cover” earthquake drill or the fire evacuation drill adequate to meet the evolution of school safety. No longer is any school district in America immune from deadly acts of violence. The traditional methods of schools being only in the business of education are a thing of the past.

Statement of the Issue

In the dawn of a new decade, social and economic turbulence is affecting schools throughout the nation. Current budget deficits for fiscal year 2004 are huge and growing. States are facing budget deficits in the range of \$60 billion to \$85 billion. The deficits represent between 13 and 18 percent of all state expenditures. These current deficits are deeper than they have been any time in the last half-century. Given the magnitude of the deficits, state actions are highly likely to cut deeply into budgets for elementary and secondary education.⁷

School districts throughout the nation are struggling to retain law enforcement within their schools. Some economic experts believe that it will take at least a half of a decade before economic diversity is stabilized in communities. In California for example, the state’s once-cherished public education system has been in decline for years. California accounts for 14

percent of the U.S. economy, as big as the 22 smallest states combined. When California slumps, the whole nation feels the pain.⁸

With the current state of a failing economy and a dismal forecast for the future, “What will be the impact of consolidating a K-12 school police department with a large urban municipal agency by 2008?” This issue was selected following some research and environmental scanning, both of which produced five related sub-issues for study:

1. What is the feasibility of consolidation?

In light of current economic conditions and discouraging futures forecasting, consolidation possibilities are questionable. As much as a school district may wish to divert resources to education and away from public safety, municipalities are facing similar dilemmas. Budget deficit planning and balancing is another shared interest that ultimately could be decided by the voters.

2. What are the conflicting values and interests between education and law enforcement?

The values and interest of public education is to teach students to learn. This primary mission supercedes any and all other interests, especially during difficult social and economic times. The value and interest of law enforcement remains to be the protection of life, liberty and property. Coming from two diverse directions, collaboration will be essential. Priorities will require further evaluation and flexibility. Conflicts are inevitable.

3. What will be the social acceptance of local law enforcement in schools versus specialized school police?

Officers in public schools must have a desire to work with children; otherwise there is little likelihood for success. Consolidation without a true value for school safety and all that comes

with it will destroy years of student mentoring, counseling, and guidance. Trust which is developed between officers and students will be challenged by consolidation.

4. How will local law enforcement management interface with public education?

As important as trust is between officers and students, the same holds true for police management and public education. Expectations between parties are high; both desire improved service and safer schools. Cultural differences will be challenged and desired change difficult. The eye must remain on the prize, the safety of the schools.

5. What will be the primary focus: the school's mission or the department's mission?

A struggle for control will require patience and understanding. Where a Board of Education once controlled its own police agency, consolidation will require shared control. Political power plays are now, more than ever, evident at the school board election level. The probability that consolidation will reshape the mission is increased with shared control and power.

Literature Scanning

A scan of the Internet for related material revealed a mixture of information regarding the consolidation of agencies. One interesting note was the lack of one common theme driving the need or desire to consolidate. Many school police agencies throughout the United States appear to have at one time or another dealt with this issue, but there is inconsistent rationale between cities. The following are some examples of such inconsistency:

The most impacting consolidation in recent years, and the first indication of a trend, occurred in New York in 1998. Under a plan approved by the New York City School Board of Education, all training, recruiting and managing of the Division of School Safety's 3,200 officers was turned over to the New York Police Department (NYPD). Black leaders, who said black children

already have strained relations with the police, particularly emphasized objections to the plan.⁹

Other opponents said the police (NYPD) presence would interfere with the learning atmosphere for the system's 1.1 million schoolchildren. School officials have long resisted such a move because of fears that police (NYPD) would infringe on educators' autonomy and create a prison-like air in schools.¹⁰

The takeover was urged for years by then Mayor Rudolf Giuliani, who contended the move would improve safety and ease a Board of Education unit whose officers and officials have been involved in school crimes and corruption over the years.¹¹ However, local editorials challenged the move heavily in the media. Citing a low number of criminal incidents in New York City Schools, many questioned the need for street-trained officers working within learning environments. Many believed the cost for police services would be better spent reducing the number of students in a classroom, applying conflict resolution, and increasing students' choice over curriculum.

In 1999, the Mayor of Portland, Oregon, proposed the Portland Police Department assume command and control of Portland School District Police Department. The proposal would save the district money by lowering administrative costs while allowing the district to keep control of their officers. The city was already subsidizing the school police program; however, school officials resisted a complete takeover, fearing that school children would become less of a priority amid other crime problems. Additionally, the district's current school officers were concerned they would be without a job.¹²

In the Portland case, city officials soon discovered that current state law prohibited school officers from being absorbed into the city's rank and file. In order for the city of Portland to annex the school police, legislation needed to be introduced changing a state statute that governs

the transfer of public employees from one agency to another. The current law excluded school districts from the definition of “public employer.”¹³ Two years later, legislation was passed and the merger began. Following background checks and psychological exams, those school police officers who passed were teamed up with city officers to begin the transition. The transition and full merger was successful and remains in place today.

In 2002, the Board of Education for the San Diego Unified School District hired an outside consultant to study the effectiveness of its school police department. The primary purpose of the study was to examine both the feasibility of having services taken over by the San Diego Police Department, as well as examining what impacts consolidation might have on school site services. During the study, interviews were conducted with a variety of individuals at various levels within the school district and within the city.

Interviews with school staff and students revealed a sense of ownership and collaboration with their current school police officers. Although San Diego police officers were involved with some individual schools, there appeared to be a sense of separation. The social acceptance and relationship with the school environment was clearly stronger with the school police officer. The importance of this sense of acceptance supported the teaching and learning environment; the theory was children learn when they feel safe.

Interviews with school police officers revealed a sense of ownership and pride as well. Many officers expressed their desire to work with children, as demonstrated by several leaving local municipal and county law enforcement agencies to work as a school police officer. These same officers expressed concern for the quality of service schools would receive from a larger municipal agency, services that many young street officers may view as something not within their job description.

The San Diego Police Department began a feasibility study for consolidation. Several factors immediately arose that inhibited consolidation. First, many school police officers were already retired from the city of San Diego. These same officers were now in the state's retirement system. Although reciprocal agreements existed, some were medically retired, creating consolidation difficulty. Another issue was whether the San Diego Police Department could continue providing the same level of service and response time. Interviews with both the school police chief and the city police chief appeared to question how services could improve, let alone even stay the same if consolidation occurred. The feasibility study was soon abandoned and never completed.

A review of research nationally for information on police presence in schools revealed that in 1996-1997, 78 percent of schools nationwide reported they did not have police or other law enforcement representatives stationed at their schools. However, 12 percent of schools reported that police or other law enforcement representatives were available when needed.¹⁴ In California, school officials reported that 63 percent of all public high school campuses have a sworn officer on campus; 38% having full-time officers and 25 percent having part time officers.¹⁵

Interviews

Several interviews of law enforcement personnel, school administrators, media representatives, educators, and students were conducted either by telephone or in person. Each has some interface with schools or school safety. Each was identified through literature or by personal reference, and most had specific knowledge of the consolidation efforts noted in the literature scanning section of this report. After being advised of this study, the issue and sub-issues, the following questions were asked:

1. Since the merger, have school services improved, declined, or remained about the same?
2. Since the merger, do school officials feel school safety has improved, declined, or remained about the same?
3. Since the merger, has the social acceptance of the officers by the students improved, declined, or remained about the same?
4. Since the merger, has there been any political pressure, either from the district or the city, for control over the officers working the schools?
5. Lastly, any overall thoughts either positive or negative regarding the merger?

Most individuals initially interviewed were from large school districts that had transitioned their security/school police department's in recent years. Those from New York were cautious to comment on the takeover by N.Y.P.D. and the resulting impacts. N.Y.P.D. now trains the school security officers and services are improved. Incidents in New York schools have declined and safety has improved since the merger. There is no pressure either from the school administration or the police department; it is a collaborative team effort.¹⁶

In Portland, consolidation clearly impacted service. Where having a school police department once provided twenty-four hour service, now Portland Police Department provides only eight hours of police service during school hours. The remaining night-time hours are patrolled by a private security firm as a cost savings measure.¹⁷ According to Peter Hamilton, Principal, Portland Public Schools, ownership and a sense of responsibility to the schools was lost with consolidation. The school police officers had to leave their respective schools to enter a field training program to become Portland police officers. In their place came street officers, who some feel lack ownership to school safety issues. There is a feeling that school safety was compromised by the merger.¹⁸

Summary

Although crime statistics indicate a trend of safer schools, communities continue to demand increased school safety. Tragic events in recent years of school shootings highlight the desire to protect school children. These events demonstrate that no school is immune to danger and only so much can be done to protect children. Funding for school safety remains at an all time high, but now that same funding is shared funding. Looking to save money, some school districts look to do a better job by combining resources to reduce costs.

However, budget reallocation and collaboration is not always the best answer, especially when considering school safety. Ownership and responsibility take different paths depending upon who is often in charge. The needs of the children and their education will weigh against traffic studies and out-of-control beach parties. Literature scanning appears to support that the “bottom line” is not the only impact. The importance of wanting to work with children and understanding the primary mission of education plays a critical role in the success or failure of any consolidation.

The next chapter will forecast possible futures of consolidation and how might various trends and events impact each other in the development of a strategic plan. Can consolidation of school police and local law enforcement achieve a high level of service for a reduced cost? The issue will continue to be explored.

CHAPTER II

FORECASTING THE FUTURE

A nominal group technique is a structured workshop, meeting, or process, which identifies and ranks the major problems or issues affecting a group. It is also used for managing participation in planning, performance improvement, and measurement. The method is effective at gaining consensus with all types and levels of participants in a wide range of settings.

Using a nominal group technique to forecast trends and events, and a Cross-Impact Analysis to depict both positive and negative impacts, this chapter will examine some emerging issues and their potential impacts on school policing. Using scanning techniques and futures forecasting, three scenarios were developed to identify possible alternative futures. The issue and sub-issues were also examined, as well as relevant trends and events which became the catalyst for the futures scenarios.

Issue

What will be the impact of consolidating a K-12 school police department with a large urban municipal agency by 2008? The sub-issues identified were those believed to be the most essential to study the issue. The sub-issues are:

1. What is the feasibility of consolidation?
2. What are the conflicting values and interests between education and law enforcement?
3. What will be the social acceptance of local law enforcement in schools versus specialized school police?
4. How will local law enforcement management interface with public education?
5. What will be the primary focus: the school's mission or the department's mission?

Panel members were contacted either by phone or in person. Each was briefed on the process and the issue. After each person understood their task, each was provided a written explanation of the process with examples of trends and events. Once the trends and events were identified and clarified, the panel worked to achieve a consensus on the top trends and events which they believed to be the most significant to issue. The panel was comprised of seven individuals with various backgrounds. Information on panel participants can be found in Appendix A.

Trend Identification

A trend is a series of events over time, that can be quantified, and have the ability to impact the issue. To understand trends, each was defined by the panel and recorded using a trend table. The table on the next page shows the panel's median rating for each trend based on the assumed level today of 100. The first column reflects the trend. The second column shows the rating five years ago. The third column shows the rating today and the forth and fifth column show the rating five years and ten years from today. For the sixth and final column, the panel was told to forecast on a scale of 1 to 10, with 10 being the highest concern, if the trend were to occur, what concern either good or bad would the organizations have and how might the trend be managed.

The panel identified twelve trends and all were used for the exercise. The trends are found on the next page in the Trend Table.

TREND TABLE

Trend	-5 Years	Today	+ 5 Years	+10 Years	Level of Concern
T1: Level of salaries and benefits	70	100	115	140	10
T2: Level of service expected by school district	100	100	105	110	3
T3: Amount of time police officers spend in schools	95	100	105	110	3
T4: Level of service provided to schools by city officers	90	100	100	105	4
T5: Level of public approval for a merger	95	100	100	105	5
T6: Amount of violent crime in schools	75	100	105	110	4
T7: Amount of funding for school safety	90	100	105	115	9
T8: Level of student truancy	105	100	95	100	4
T9: Number of students living in poverty	90	100	105	110	6
T10: Number of gang related crimes in the city	90	100	105	115	2
T11: Level of non-criminal calls for service in schools	90	100	100	105	8
T12: Number of peace officer positions	105	100	100	105	4

Trend Discussion

T-1: Level of salaries and benefits - Refers to the initial amount of funds necessary to merge two police agencies. The panel noted over the past five years, costs have increased for salary and health benefits. The panel projected this trend would continue over the next five years and

more in ten years. The panel therefore believed the level of concern was high and relevant to the issue, whereas, if properly forecasted, this trend could decrease the probability of consolidation because of the expense.

T-2: Level of service expected by school district - Refers to what the school district will expect from a merger and how it relates to the number of officers available for the schools. The panel believed schools would expect more officers and improved services. The panel projected this trend would continue over the next five and ten years. The panel therefore believed the level of concern was low and relevant to the issue; whereas, if properly forecasted this trend could increase the probability of consolidation because more officers would be available with a merger.

T-3: Amount of time police officers spend in schools – Refers to what schools would expect from a merger and the actual time officers spend on school grounds. The panel believed with more officers, more time would be allocated on school campuses. The panel projected this trend would continue over the next five and ten years. The panel therefore believed the level of concern was low and relevant to the issue, whereas, if forecasted correctly, a merger would provide more officers for schools, for longer periods of time, thereby increasing the probability of consolidation.

T-4: Level of service provided to schools by city officers – Refers to what the city would deem as appropriate calls for service for their officers. The panel believed city officers would not want to handle non-traditional calls, such as counseling juveniles for a violation of school rules. The panel projected this trend would not change much over the next five and ten years. The panel therefore believed the level of concern was medium and relevant to the issue, whereas, if forecasted correctly, this trend could decrease the probability of consolidation because schools would want officers to handle all types of calls.

T-5: Level of public approval for a merger - Refers to the public's view concerning the safety of schools and school children. The panel believed the public may view the merger negatively if city officers were less inclined to be as involved in the schools as school police officers. The panel noted public approval has increased over the past five years. The panel projected no change in the coming five years and minimal change over ten years. The panel therefore believed the level of concern was average and relevant to the issue, whereas, if forecasted correctly, this trend would decrease the probability of consolidation.

T-6: Amount of violent crime in schools – Refers to the amount of crimes against persons, not gang related, in the schools. The panel noted over the past five years a moderate increase in violent crime. The panel projected a continued increase over the next five and ten years. The panel therefore believed the level of concern was average and relevant to the issue, whereas, if forecasted correctly this trend could increase the probability of consolidation because more officers would be needed to combat the expected rise in violent crime.

T-7: Amount of funding for school safety – Refers to on-going funding for school safety programs. The panel noted this was different than T1, which was salary and benefits. The panel noted funding has increased over the past five years. The panel projected funding for school safety would continue to increase over the next five years and increase even more over the next ten years. The panel therefore believed the level of concern was low and relevant to the issue, whereas, if forecasted correctly, additional funding could increase the probability of consolidation because the funding would be available to support programs that otherwise might be lost with a merger.

T-8: Level of student truancy – Refers to the percentage of school children not attending school resulting in a reduction of ADA (Average Daily Attendance) and lost revenue. The panel

noted truancy levels have improved over the past five years, meaning more children are attending school today versus five years ago. The panel projected truancy would continue to improve over the next five years and then possibly slip back over the next ten years. The panel therefore believed the level of concern was average and relevant to the issue, whereas, if forecasted correctly, student truancy increases the probability of consolidation because the panel believed more officers would be needed to apprehend students who skip school and are often found committing crimes in the community.

T-9: Number of students living in poverty – Refers to those students who are in this economic category. The panel noted more children living in poverty today than five years ago and the panel projected this trend would continue equally over the next five and ten years. The panel therefore believed the level of concern was average and relevant to the issue, whereas, if forecasted correctly, this trend could increase the probability of consolidation because the panel believes children living within this economic category generally attend lower performing schools. These lower performing schools generally require increased safety services which a merger could provide.

T-10: Number of gang related crimes in the city- Refers to the number of gang crimes. The panel noted gang crime has risen over the past five years. The panel projected gang crime will continue to rise over the next five years and more over the next ten years. The panel therefore believed the level of concern was low and relevant to the issue; whereas, if forecasted correctly, increased gang violence could increase the probability of consolidation because public perception would be the city is unsafe. Since schools are simply an extension of the community, schools are not safe either leading to support for a merger.

T-11: Level of non-criminal calls for service in schools – Refers to those calls that typically are calls for counseling, interventions, or other behavior type problems. The panel noted non-criminal calls have increased over the past five years. The panel projected no change in the next five years but an increase in the next ten years. The panel therefore believed the level of concern was high and relevant to the issue whereas, if forecasted correctly, this trend could decrease the probability of consolidation because if there was a merger and the city police did not wish to handle these types of calls, then the school district would see it as a decrease in service and not want the merger.

T12: Number of peace officer positions – Refers to positions that would be eliminated by a merger, either on the city side or the district police side. The panel noted there were more police positions five years ago than today because of department downsizing. The panel projected no increases in the next five years because of budget deficits but some increase in the next ten years, forecasting some recovery. The panel therefore believed the level of concern was low and not too relevant to the issue and if forecasted correctly, this trend could have minimal impact on consolidation because the panel believed while the unions would have concerns about eliminated positions, management and the public would likely not be as concerned.

Trend Summaries

Throughout the process there was discussion on how each trend related to the issue. T1 (level of salaries and benefits) and T7 (funding for school safety) were clearly relevant because both involved funding. All panel members agreed that funding would improve, but at a slower rate than the cost to merge. Some panel members believed the school district would keep their own police department if there was adequate funding while others believed additional funding would

encourage the school district to handover the money and the police department responsibilities to the city.

The panel also felt strongly about T2 (level of service expected) and T3 (amount of time officers are in the schools). Both trends could influence support or opposition for a merger, depending upon the commitment by the city. For example, if the city committed to improve the level of officers, service, and time spent on school campuses, the influence of this would increase the probability of a merger.

Event Identification

An event is a discrete, one-time occurrence which can be either internal (something one can control) or external (something one cannot control). To understand events, each was forecasted by the panel and recorded using an event table. The table on the next page shows the panel's median rating for each event based on the fact each probability was given a percentage, with 100 percent meaning the event would occur.

The first column in the event table reflects the event statement. The second column shows the number of years before the event becomes probable. The third column shows probability five years from now and the forth column shows probability ten years from today. For the fifth and final column, the panel was told using a scale of negative 10 to positive 10, with zero being neutral, forecast if the event occurred, what impact the event would have on the issue.

The panel identified ten events and all were used for the exercise. The events are found on the next page in the Event Table.

EVENT TABLE

Event Statement	Year >0	+5 Years (0-100%)	+ 10 Years (0-100%)	Impact (-10 to +10)
E1: School bond measure improves funding for school safety	2	10	25	-5
E2: Catastrophic event such as a bombing or school shooting	1	70	100	+10
E3: Legislation passes eliminating peace officer powers for school police officers	3	5	10	-8
E4: Voucher system implemented in San Diego decreasing school enrollment in public schools	3	15	50	-6
E5: Legislation passed prohibiting social promotion	3	5	10	+3
E6: legislation passed prohibiting convicted juvenile felons from attending public schools	3	5	10	-3
E7: Adoption of national standards for school safety	4	15	25	+1
E8: Law enforcement hiring freeze implemented by city	1	20	25	-10
E9: School district bankruptcy and state takeover of public schools	3	5	5	-7
E10: Legislation passed permitting Internet home schooling	2	30	50	-6

Event Discussions

E-1: School bond measure improves funding for school safety – Refers to additional money coming into the local school system for improved school security. The panel projected the event could occur within two years because it would take time to pass through the legislature and be signed into law. The panel further projected a low opportunity of this event occurring in the next five years and slightly higher opportunity in the next ten years.

The panel was divided on the impact of this event because some believed if the event were to occur, the school district would likely use improved funding to improve their existing school police department, thereby decreasing the probability of a merger. The other half of the panel

believed the money could be used to fund the merger, thereby increasing the probability for consolidation.

E-2: Catastrophic event, such as a bombing or school shooting – Refers to the effect a major incident could have on the perception of school safety. The panel projected the event could occur within one year and has a high probability in five years with certainty in ten years. The panel projected the impact would be high because if such an event did occur, a school police department's resources would be overwhelmed and unable to respond to the event, thereby increasing the probability for consolidation.

E-3: Legislation passes eliminating peace officer powers for school police officers - Refers to possible changes within the Education Code eliminating school police departments, allowing only school security departments. The panel projected the event could occur within three years because it would take time to pass through the legislature and be signed into law. The panel further projected a low opportunity of this event occurring in the next five years and a slight increase in the next ten years. The panel believed this event could negatively impact the merger because if such an event did occur, there would no longer be a school police department to merge with, thereby decreasing the probability for consolidation.

E4: Voucher system implemented in San Diego decreasing school enrollment in public schools – Refers to state provided subsidies for students to be educated someplace other than in public schools. The panel projected the event could occur within three years because it would take time to pass through the legislature and be signed into law for San Diego. The panel further projected a low opportunity of this event occurring in the next five years but a much higher opportunity in the next ten years. The panel believed a voucher system has been discussed a lot in California and appears probable in the future. The panel believed if vouchers were

implemented in San Diego it would result in fewer students attending public schools. Fewer students would likely decrease the probability for consolidation because fewer officers would be needed.

E5: Legislation passes prohibiting social promotion – Refers to children who fail to achieve academic requirements but are passed on to the next grade level. The panel projected the event could occur within three years because it would take time to pass through the legislature and be signed into law. The panel further projected a low opportunity of this event occurring in the next five years and a slight increase in the next ten years. The panel believed the impact of this event could increase the probability for a merger because if such an event did occur, children with behavior problems would remain in the public education system longer, creating additional pressure on safety and security. If the event was perceived as unmanageable for the school district, the panel believed it would increase the probability for consolidation.

E6: Legislation passed prohibiting convicted juvenile felons from attending public schools – Refers to removing convicted felons from public schools. The panel projected the event could occur within three years because it would take time to pass through the legislature and be signed into law. The panel further projected a low opportunity of this event occurring in the next five years and a slight increase in the next ten years. The panel believed this event could negatively impact the merger because if such an event did occur, there would be a reduced number of child behavior problems. If forecasted correctly, the panel believed it would decrease the probability of consolidation because the perception would be that the district police department could handle the limited crime in the schools.

E7: Adoption of national standards for school safety – Refers to an action by the government to adopt national standards, similar to the “No Child Left Behind Act” whereby national

standards would need to be met by schools for school safety. The panel projected the event could occur within four years because it would take time to pass through the legislature and be signed into law. The panel further projected a low opportunity of this event occurring in the next five years but an increased opportunity in the next ten years. The panel believed this event could positively impact the merger because if such an event did occur, the perception would be that additional personnel would be needed to adequately meet the requirements. Therefore, the panel felt if the event occurred it would increase the probability for consolidation.

E8: Law enforcement hiring freeze implemented by the city – Refers to the city placing an extended hiring freeze for all law enforcement personnel. The panel projected the event could occur within one year and has a high probability in five years with a slightly higher probability in ten years. The panel projected the impact would be negative because the city would be unable to hire any school police officers thereby decreasing the probability for consolidation because the city would be unable to absorb any new hires from the district.

E9: School district bankruptcy and state takeover of public schools – Refers to the school district becoming insolvent and unable to maintain its academic or business standards. The panel projected the event could occur within three years because it would take time to take over the district. The panel further projected a low opportunity of this event occurring in the next five or ten years. However, the panel believed if the event occurred, the state would eliminate non-essential programs and request the school police department to be disbanded. The state would then have local municipal law enforcement handle the schools. The panel believed this impact would decrease the probability for consolidation because there would no longer be a school police department.

E10: Legislation passed permitting Internet home schooling – Refers to allowing children to be home schooled by parents resulting in lower attendance and less revenue for the district. The panel projected the event could occur within two years because it would take time to pass through the legislature and be signed into law. The panel further projected a moderate opportunity of this event occurring in the next five years but a higher opportunity in the next ten years. The panel believed this event could negatively impact the merger because if such an event did occur, there would be a reduced number of children attending public school thereby reducing the number of school related problems. If forecasted correctly, the panel believed it would decrease the probability of consolidation because the perception would be that the district police department could handle the limited crime in the schools with fewer officers.

Event Summaries

Most panel members did not believe that legislation would ever pass eliminating peace officer powers for school police departments (E3). However, if the event did occur, the impact would be in opposition to the merger. The panel believed officers from the school police department could be absorbed by the city police but that no merger would occur. Panel members further believed that although a local bond measure (E1) was not probable in the next five years, the probability increased as the state recovers from its current fiscal mismanagement. The panel was split on the impact. The majority believed with additional funding consolidation would not occur because additional funding would increase the desire to keep two separate departments and the minority believed it would occur because additional funding would assist both agencies to consolidate.

All panel members agreed that a catastrophic event (E2) was highly probable within the next five years and certain within the next ten years. The event could have a significant impact for consolidation. On the other-hand, all panel members agreed that a city hiring freeze (E8) is possible in the next five years because of current fiscal issues and would have a negative impact on a merger if the event did occur.

Lastly, the panel noted the ever-dynamic changes of the Internet and its possible impact on public education in the future (E10). While this may appear to be a trend rather than an event, the panel disagreed, noting legislation would be needed to become law and this one-time occurrence changes the way public education is taught and would be a major external event.

Cross Impact Analysis

After identifying the trends and events, a cross impact analysis was conducted with the assistance of two panel members. The cross impact table on the following page shows the panel's median impact rating for each event, on each trend, should the event occur. The table depicted both positive and negative impacts, demonstrating each impact on each particular trend. As a scale, each event was given a positive (good) or negative (bad) value between 5 and -5 as to how the impact is relative to the issue. Following the table, cells of interest will be discussed demonstrating how the organizations would manage either a good or bad impact.

CROSS IMPACT TABLE												
Events	Trends											
	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10	T11	T12
E1 School bond measure improves funding for school safety	+5	+3	0	+2	-1	+2	+5	+1	0	+3	+1	0
E2 Catastrophic event such as a bombing or school shooting	0	+4	+5	+2	+4	-1	+5	+2	0	0	-2	0
E3 Legislation passes eliminating peace officer powers of school police officers	0	-3	-4	-2	+3	0	-2	0	0	0	+1	-5
E4 Voucher system implemented in San Diego decreasing school enrollment in public schools	0	0	-1	+1	-2	-4	-1	+1	0	0	0	-1
E5 Voucher system implemented decreasing school enrollment in public schools	0	0	-2	-1	+1	-2	+1	-3	0	0	-3	0
E6 Legislation passed prohibiting convicted juvenile felons from attending public schools	0	0	+2	0	-1	+2	-1	+1	0	-2	0	0
E7 Adoption of national standards for school safety	-2	-3	-2	-1	+2	0	+2	0	0	+1	-1	+1
E8 Law enforcement hiring freeze implemented by city	-5	-3	-2	-2	-4	-1	0	0	-1	-1	0	0
E9 School district bankruptcy and state takeover of public schools	-5	-3	-4	-3	+4	-1	-2	-2	0	0	-2	+1
E10 Legislation passed permitting Internet home schooling	-1	0	+1	0	-2	+1	-1	+2	0	0	+1	0

Trends

T1: Level of salaries and benefits.	T7: Amount of funding for school safety.
T2: Level of services expected by school district.	T8: Level of student truancy.
T3: Amount of time police officers spend in schools.	T9: Number of students living in poverty
T4: Level of services provided to schools by city officers.	T10: Number of gang related crimes in the city
T5: Level of public approval for a merger.	T11: Level of non-criminal service calls in schools.
T6: Amount of violent crime in schools.	T12: Number of positions affected by a merger.

E1: If a school bond measure passed improving school funding, the impacts would be positive on T1 (level of salaries and benefits) and T7 (amount of safety funding) and thereby good for the merger. There were no significant negative impacts related to the issue.

E2: If a catastrophic event such as a bombing or school shooting occurred, the impact would be positive on T2 (level of service), T3 (time spent on school campuses by officers), T5 (level of public approval for a merger), and T7 (national school safety standards). The panel believes a

catastrophic event would cause public demand for more officers on school grounds, thereby good for the merger. There were no significant negative impacts related to the issue.

E3: If legislation passes eliminating peace officer powers, the impact would be negative on T3 (time spent on school campuses by officers) and T12 (positions affected by a merger). The panel basically believed there would no longer be any officers and positions would then be eliminated, thereby bad for the merger. At the same time T5 (public approval) would be positively impacted in support of municipal officers taking over the school policing business. The panel believed the negative impact could be managed if the city police were persuaded to merge the former school police into their ranks.

E4: If a state voucher system were implemented in San Diego, decreasing enrollment in public schools, the only significant negative impact to the issue would occur to T6 (amount of violent crime in schools). The panel believed a majority of students choosing vouchers would be students wishing to improve their education. The panel believes students with behavior problems would likely remain in the public school system, thereby increasing crimes of violence. While there were no significant positive impacts related to the issue, the negative impacts could be managed if both organizations worked together to encourage parents to return their children to public schools.

E5: If legislation passed prohibiting social promotion, the panel did not believe there would be any significant impacts to any of the trends, as well as to the issue.

E6: If legislation passed prohibiting juvenile felons from attending public schools, the panel did not believe there would be any significant impacts to any of the trends, as well as to the issue.

E7: If national schools safety standards were adopted, the panel did not believe there would be any significant impacts to any of the trends, as well as to the issue. However, the panel believed

this event could be managed into a positive impact by both organizations suggesting that additional resources would be necessary to achieve the standards, thereby, supporting the merger.

E8: If the city implemented a hiring freeze, the panel believed there would be a negative impact to T1 (level of salaries and benefits) and T5 (level of public approval). The panel noted that a hiring freeze would prohibit a merger and be negatively received by the public. While there were no significant positive impacts related to the issue, the panel believed the negative impact could be managed if a waiver could be obtained with public support. If the public understood the merger would provide additional officers for the schools they would be more inclined to support the merger.

E9: If the school district became insolvent and taken over by the state, the panel believed there would be a negative impacts to T1 (level of salaries and benefits) and T3 (amount of time officers spend in the schools). The panel felt that the state would no longer maintain a school police department and a merger would no longer be an option. However, the panel did note one positive impact to T5 (level of public approval). The panel believed if the district was so bad off that it was taken over by the state, the public would positively approve a take over and have city police provide services if school officers were able to merge into the ranks of city officers.

E10: If legislation was passed permitting Internet home schooling, the panel did not note any significant impacts to any of the trends, as well as to the issue.

Cross Impact Summary

The panel had difficulty at several points during the NGT. Generally an NGT deals with a single department, unit, or institution. However, since the issue is a merger of two departments, the panel found certain trends and events benefited one department and not the other, and vice

versa. The panel continuously reminded each other to focus on the impacts of consolidating rather than focusing on an individual department.

The panel also noted the lack of strong support for the merger. While there were some trends and events in support, there were an equal number in opposition. This point made the panel realize additional effort would be needed by both organizations to manage the issue in a positive way.

Future Scenarios

Three scenarios were developed and utilized to explore possible futures. All three scenarios are intended to be a free exploration of the future. The trend, event, and cross-impact analysis data was used as a foundation for each scenario. The first scenario is pessimistic. The pessimistic scenario is based on the assumption that forecasted events did not occur and had a negative impact. The second scenario is optimistic. The optimistic scenario is based on the assumption that forecasted events did occur and had a positive impact. The third scenario is normative. The normative scenario is based on the assumption that the highest and lowest rated events occur.

Scenario 1

San Diego Union Tribune Headline; July 27, 2008: "Republican candidate blames Democratic house for state's education problems."

Republican candidate Tom Jones yesterday scolded democratic incumbent Alicia Powers for her party's failure with education reform. Speaking before the League of Woman Voters in downtown San Diego, Jones pointed to several factors where he blames democratic leadership

for what he called “a laundry list” of statewide school related problems. Jones pointed out during the past four years of democratic control; members in Sacramento have cut school funding in several key areas. Jones told the overflowing room of approximately 250 league members, “The democratic party under Governor Powers has failed to listen to their constituents, failed to listen to republican wisdom, and failed the children of California.”

Following the meeting, League of Woman Voters President Joan Johnson agreed with Jones’ comments. “The league has always felt that reducing funding levels for schools will undoubtedly have negative impacts on teaching and learning. Children don’t learn when they don’t feel safe at school.”

According to the California Safe Schools Assessment report published each year by the Department of Education and the State Attorney General, school crime has risen, especially in the area of violent crime. Last year, reported crime was up from the five previous years. Published reports by the State Attorney General’s office also appear to support Jones’ comments. Following the legislature’s act to eliminate funding for school police departments, many large urban school districts were forced to shut down their departments. Shortly thereafter the California State Teachers Association criticized the legislature, forecasting that crime would increase in public schools, creating fear in teachers and students.

Governor Powers was unavailable for comment, but her spokesperson Frances Hall said, “Governor Powers is very much aware of the outlandish comments being spewed from Mr. Jones. He is obviously ill informed and not an effective leader. His comments are off base, inaccurate, and without merit.”

Regardless, many of the observers at the meeting appeared concerned. Ruth Wilcox of the San Diego Parent Coalition was in attendance and believed it was time for a change. “Even if

we are able to float a local bond measure to help our schools, it cannot repair what the Democrats have done to our schools. Funding and enrollment are down while crime is up in our schools. That is why I have my kids in home schooling with home-school.com said Wilcox.

Regardless of party lines, this years Governor's race is certain to be focused at improving student achievement through improved education and student safety.

Scenario 2

"Superintendent's State of the Schools Address, July 27, 2008."

"The mission of teaching and learning in the classroom has come a long way. Our children are learning at an unprecedented level, demonstrating that our efforts in the past are beginning to pay off. Although our road together ladies and gentleman has not always been easy, where many school districts have struggled to succeed, we have persevered. Our ability to forecast together the needs of our teachers and the needs of our children is how we have become so fortunate in our success.

I would like to remind you when I was appointed to this position in 2000; I pushed for a change. A change that I said would not be easy, but a change that was necessary for our children. Over past years, our economy has improved. Levels of funding on both the Federal and State level have continued to increase since the recession of 2002. Our children have demonstrated improved knowledge and skills through their performance on the SAT. Today, almost 100% of our students graduate; no longer do we have social promotion.

Our schools are safe, resulting in our lowest truancy rate ever. Only 2% of our total enrollment of 170,000 children are not coming to school. The recent national survey by the Center for Disease Control reports that the majority of school children in grades 7-12 feel safe in

school. I contribute some of this to the collaborative approach we have taken with law enforcement and our improved efforts in Health and Wellness training. With violent crime being down in and around our schools, enrollment figures are up.

For the first time, Internet students enrolled in our home-schooling Internet program are graduating. These students are taught by both parents and on-line certificated teaching personnel. This method of delivering education is promising; we believe it will remain having a place in our public school system.

I would like to take a moment to thank my colleagues and constituents for their support last summer, in passing the second largest local bond measure to improve school safety. This measure provides 12 million dollars to the city of San Diego to improve school safety. As you know, our city has six different schools districts, each has benefited greatly. With improved security systems and improved officer to resident ratios, our children feel safe. In addition, many of the officers funded by this money are available on our schools each day as mentors. They have reached out and touched many kids; kids who otherwise would perhaps go unnoticed.

I remain optimistic that we will continue to improve our educational system, improve our ability to collaborate, and improve our service to the children in the future. We have come a great distance together, thinking differently and seeing the future with new wisdom. We must keep our eyes focused on the vision, and continue together into tomorrow.”

Scenario 3

“San Diego Union Tribune Headline; July 27, 2008: Voters approve local measure to improve safety at schools.”

In the aftermath of several school shootings and increased numbers of school related violence, voters this week passed a local bond measure providing \$15 million dollars for school health and safety. While schools are now structurally safe due to the passage of proposition MM passed in November of 1998, this newly adopted proposition provides for upgrades necessary to meet state and federal safety regulations for schools. This money also provides the city of San Diego a funding mechanism to provide additional officers for schools, replacing the school police officers that were eliminated last year to due legislative action in Sacramento.

School Superintendent Alan Bersin said he was pleased with the support from the San Diego community. "The voters understand that priority must be given to the safety and security of our schools. We must have safe schools to ensure that the teaching and learning remains our primary mission, otherwise, we fail to provide the best opportunities for our students."

San Diego Police Chief Don Braun also expressed the support of the voters, and said the timing could not have been better. "In light of the recent legislative action eliminating school district police departments, we were not immediately prepared to respond to their calls for service. This (bond) measure will allow us to retain our officers and work with the city to ensure quality service for our kids. I believe it is important to have officers remain present in the schools, ensuring safety and security for both staff and students alike."

However, in recent years many districts throughout the United States have begun looking at eliminating their police forces or merging them with local law enforcement. According to Jack Hall, Director of the National School Safety Center, "Having your own police department is great but you must be prepared to accept the liability that comes along with it. Most school districts are in the business of teaching, not enforcing the law. Therefore, many districts are looking at the local police to pick up the tab."

San Diego City Schools Police Officer Association President Joe Knutson sees it a little differently. “Our officers provide a different type of law enforcement service. These officers are here because they desire to work with the youth in our community and are committed to school safety. Local law enforcement cannot, and in many cases, desires not to provide the same level of service. I truly believe our students and staff will suffer.”

A citizen’s oversight committee is scheduled to meet next week to begin discussion on how to begin implementation of the projects, including how police services will be delivered to city schools and how a merger might improve services. Committee members plan to conduct consolidation potentials and complete a comprehensive feasibility study to detail exploration of consolidation.

Summary

The identified trends and events present an interesting forecast for the future. The research demonstrates there will be impacts regardless of consolidation. The research also demonstrates impacts anytime a law is changed affecting school safety funding or anytime change is made regarding laws related to safety services. The challenges of catastrophic events, technology, and personnel actions further apply pressure for cities and districts to save money; thereby, making consolidation a viable option.

In the next chapter, a strategic plan will be developed to identify a desired future and to identify ways to mitigate an undesired future.

CHAPTER III

STRATEGIC PLANNING

Introduction

In the previous chapter, trends and events were identified which would likely have the most impact on the issue. In this chapter, a strategic plan will be developed to identify the desired future, one that supports the merger of a school police department with a large urban municipal police department. The plan will also attempt to mitigate an undesired future where a merger is not possible. To accomplish this strategic plan, a specific planning process is necessary, which will later transition into the next chapter on Transition Management.

The strategic planning process is a structured approach, sometimes rational and other times not, of bringing anticipations of the future to bear on today's decision.¹⁹ The process begins by selecting a specific future scenario. For this project, an exploratory scenario will be used because it depicts the most likely forecast and will present the most relevance to the issue, "What will be the impact of consolidating a K-12 school police department with a large urban municipal agency by 2008?" This scenario will be the central focal point of the strategic plan.

Although fictional organizations may be used to develop a plan, in this case two actual law enforcement organizations are used. The San Diego Unified School District Police Department and the city of San Diego Police Department were selected for strategic planning because of the author's familiarity with both departments. The question of consolidation has been discussed several times in the past fifteen years, but never seriously examined in its totality. Furthermore, the city of San Diego is a good representation of a large urban, culturally diverse city.

A situational analysis will follow. This step includes a current business definition, external and internal analysis, and stakeholder assessments. Using a group process known as WOTS-UP

analysis (Weakness, Opportunities, Threats, Strengths, Underlying Planning) potential threats, opportunities, strengths, and weaknesses will be identified. An analysis of these will provide for the development of alternatives and the selection of an implementation plan for the suggested strategy.

Located within the city of San Diego, the San Diego Police Department serves over 1.2 million people while the school district police serve approximately 143,000 students on 178 separate school campuses. As the seventh largest urban school district in the nation and the second largest school district in California, San Diego Unified has arguably one of the most ethnically diverse student bodies in the country. Students of color comprise more than 70% of the school district's population, as opposed to only 47% of the general population for the city of San Diego.

Hispanic students comprise the largest ethnic group at 37%, 28% of students are White, 18% Asian or Pacific Islander, and 17% African American. More than fifty-six ethnic groups are represented including growing numbers of students from East and Central Africa, Eastern Europe and the Middle East. Enrollment forecasts indicate significant growth in the elementary and high school grade levels for the next ten years. Overall projections indicate an increase of over 13,400 students within the next five years.²⁰

Annually, the San Diego Unified School District Police Department averages 9,200 police dispatches, resulting in 11,000 reports. The crime rate per 1,000 students has doubled in the past five years in the areas of drugs, batteries, and crimes against property. Specifically, batteries represent 71% of all reported violent crimes and property crimes exceeded 1.3 million dollars, a 52% increase of over the past five years.²¹

During the past three years, vandalism has risen 179% and graffiti by 391%. During the past five years, the overall property crime in the district has risen by 70% when compared to statewide totals. San Diego Unified exceeds the statewide average by 139%. When compared to Los Angeles Unified and Long Beach Unified, San Diego exceeds their average crime rate by 54% and 118% respectively. Over the past ten years, weapon possession on school grounds has increase 25%, with knives and other non-firearm devices leading the totals.²²

The San Diego Unified School Police Department's current authorized strength, providing full-time service to its schools, is fifty sworn police officers, twenty-two community service officers, and fifteen support personnel. The department fully incorporates all facets of Community Oriented Policing and Problem Solving into its daily operations.

The San Diego Police Department's current authorized strength is just over 2,000 officers. The department also fully incorporates all facets of Community Oriented Policing and Problem Solving into its daily operations. The department also operates a Juvenile Services Team which among several things, provides officers for school related service calls.

Mission Statement

The current mission statement for the San Diego Unified School District Police Department is: To maintain a peaceful and safe environment conducive to teaching and learning, while promoting cultural diversity and community policing to recognize and strengthen collaborative partnerships. The current mission statement for the San Diego Police Department is: To maintain peace and order by providing the highest quality of police service in response to community needs by apprehending criminals, developing partnerships, and respecting individuals.

Micro Mission

The micro mission of the San Diego Unified School District Police is to maintain order in and around schools, deter crime through established enforcement procedures, and create positive interaction between students, citizens, and educators. The micro mission of the San Diego Police Department is to fight crime and to improve the quality of life for the people of San Diego.

Situational Analysis

Prior to developing a strategic plan, an external analysis is required to understand what are an organization's internal strengths and weakness as they relate to the issue, and what are the key environmental and organizational threats and opportunities to this issue. An analysis will be made using the WOTS-UP technique. WOTS-UP is an acronym for Weaknesses, Opportunities, Threats, Strengths, and Underlying Planning.

The WOTS-UP group was made up of seven individuals from both police agencies. They were selected for their knowledge of the issue and their understanding of policing schools. (Information on the group can be found in Appendix B.) The group assessed the internal and external factors, as well as possible threats and potential opportunities necessary to overcome resistance.

Environmental Threats and Opportunities

Threats that exist outside the organization that could hamper consolidation include:

- Technology could allow more to be done by fewer officers, thus decreasing the need for additional personnel

- The city's economic status could jeopardize the absorption of the district police by the city.
- Political positioning for territorial power and control over officers in the schools could hamper the city's ability to meet and confer with the district's needs.
- Parents or minority groups who believe city police are overzealous may pressure the district to not negotiate with the city.

Opportunities that exist outside the organization that further consolidation include:

- The community wants a high police presence on school campuses.
- Technological advances facilitate communication between schools and police, allowing for quick and direct action during an emergency.
- Closer collaboration between the city and district improves the probability of additional grant funding.
- Politicians could take credit for improved service and safer schools.

Organizational Strengths and Weaknesses

The organizational strengths and weaknesses of both organizations will determine the agency's ability to deal with those threats and opportunities impacting the achievement of the objective. The strengths of the agencies are:

- Both agencies enjoy strong community support.
- Both agencies have state of the art technology.
- Both agencies are in fair economic condition.
- Both agencies are politically connected and enjoy bipartisan support.
- Both agencies are legally in a position to merge.

The weaknesses of the agencies are:

- Lack of a willingness to foster and incorporate the consolidation by both internal and external sources.
- Failure to recognize the use of technology and use it to its fullest extent to ensure better service by keeping an eye on the prize, the safety of children.
- Lack of appropriated funding to minimize budget constraints and economic fears.

Stakeholder Analysis

Prior to identifying strategies to implement a plan, key individuals known as stakeholders are identified and their position is assessed to determine their impact on the issue. Stakeholders are individuals or groups who are impacted by what is done or who can impact what we do. This section will analyze stakeholder expectations, concerns, and desired outcomes. The following are ten stakeholders and respective assumptions regarding their position on the issue.

1. The City Council for the city of San Diego – The council believes it is morally and ethically correct to ensure children are safe in San Diego. Since children spend the better part of any day at a public school, it reasons to conclude safety services are necessary at schools. The council will expect the school district to fund a reasonable portion of the consolidation. Constituent concerns of making schools appear like prisons may create concerns for the council. The council desires public safety, regardless of consolidation or not. They will view the merger as positive.
2. The Board of Education for the San Diego Unified School District – The board believes just like the council that student safety is a priority. Children must feel safe at school to learn at school. The board expects to pay its fair share but in turn expects

a higher level of service. Concerns over improved service, control, and quality of personnel are paramount. The board desires to consolidate to save or freeze costs, improve service, lessen liability, and share resources with the city. If those desires are met; the board will view the merger as positive.

3. The Chief of Police for the San Diego Police Department – The safety and welfare of the citizens of San Diego is priority. Specifically identifying children and school safety over other groups or individuals is not expected. This raises the question or concern that the chief will not be able to meet the needs of the school board. The police chief will expect to be the leader of any merger of departments. The chief will view this as an opportunity to improve department staffing levels and improve citizen concerns about school safety. If these terms are met, the chief will view the merger as positive.
4. The Chief of Police for the San Diego Unified School District Police Department – The safety and security of children and their schools come first. The school police chief expects service to improve, having a larger pool of officers available for schools and additional opportunities for officers to build positive relationships with youth. The chief will be concerned about the rank and file of officers from this agency merging into the ranks of the city police. How will they be treated and will they be permitted to remain in the schools? The chief will also be very concerned about the future rank, role, and responsibility of the school chief's job. The desired outcome is a smooth merger and school officers remaining within the school system. The school chief would remain the functional leader of the school police program under the control of the city police chief and would be willing to accept a subordinate position.

5. The Police Officers' Association (POA) for the San Diego Police Department – The POA will welcome the additional officers to their association, assuming it is on their terms. The POA has a responsibility to their existing members and may have concern for how new members are welcomed into the rank and seniority system. The POA will likely welcome the merger as positive.
6. The Police Officers' Association (POA) for the San Diego Unified School District Police Department – The school district POA has several concerns, primarily the health and welfare of its members. The school district POA will essentially disband upon consolidation, with members opting to belong to the city POA. The school district POA will want assurances that their members will be merged into the city system with recognition for current rank and seniority. The school district POA will also want assurances that members can remain working within the school system if they so desire. It will be difficult to persuade the school district POA to support the merger as positive.
7. The Superintendent for the San Diego Unified School District – The Superintendent will embrace the merger for many of the reasons already listed. The Superintendent will desire some control over officer assignments and job expectations. The Superintendent will view the merger as a way to improve safety and security services to schools, which in turn will yield support from parents and facility. Limitations may come from what the city expects the district to pay for services; otherwise, the merger will be viewed as a positive move.
8. The Teachers Association for the San Diego Unified School District – The association is powerful, active, and outspoken about job mergers or outsourcing.

While they will see an opportunity to improve safety services, they will also see what will be deemed as the beginning of outsourcing to save money. They may see this action as the beginning of a trend in public education to outsource services.

However, teachers wish to be safe and secure in their schools. Additional police resources from a merger could move them to a position of support.

9. Parents – These are families who live within the city of San Diego and who have children attending public education. They expect school to be safe but will likely have concerns that “city cops” will be in their schools. There is a philosophical belief that city police officers will treat students like criminals and be less likely to keep schools from becoming like juvenile detention facilities. Parents will support the merger but align themselves with the school district POA to ensure some measure of normality.
10. Students – Students are clearly the most affected stakeholders yet often the most neglected. The majority of students take responsibility for their schools and desire a sense of pride. Students enjoy clean and safe schools, but resist individuals telling them what to do. Since police officers have been on most secondary school campuses for years, the merger would not be immediately recognized unless well publicized. Students enjoy the mentorship of officers and a merger is likely to be supported so long as the former school officer remains their officer.

After reviewing the positions of the stakeholders and reviewing past literature, one “snaildarter” was identified. A snaildarter is a term that has come to mean something or someone who at the last minute stops an effort. It is possible that minority community groups and student advocates could feel the merger is going to upset their view of normality

on the campus. That is to say that the merger would place some city officers on school grounds negatively affecting minority children because city officers do not often understand the challenges of minority children. Currently, minority children in public education are being suspended and expelled at a higher rate than their non-minority counterparts.²³ Studies have found this trend to be true in other large urban districts and is alarming. It is unclear why this continues to occur, but some believe it is due to prejudiced beliefs by those imposing the discipline. Having city police officers on school grounds may alarm community groups and cause student advocates to rally in opposition of the merger.

Strategy Development

This section will identify broad alternative strategies to describe and promote the identified goals to the key stakeholders. It will become the guide for the organization in setting priorities, making decisions, and allocating resources. Basic components will include the vision, strategic initiatives or priorities, strategies, success indicators, and lastly the first steps needed for planning implantation.

To accomplish strategy development, a committee of law enforcement personnel was used to identify promising strategies to encourage a successful merger. Information regarding each committee member is contained in Appendix B. Basically going around the table and brainstorming, each committee member presented differing strategies. The following are six strategies identified by the group:

1. Gather the necessary support from key city and district leaders to direct staff to implement necessary measures to transfer officers and funding to the city for all future law enforcement in city public schools.

2. Create a joint powers agreement between agencies which outlines dominion and control, as well as expected levels of service.
3. Consider possible property tax increases for all homes located within the city boundaries to supplement safety services to local public schools or seek a local bond measure to improve school infrastructure, which includes public safety.
4. Seek legislative increases in lotto money to schools to match private corporate donations, including the possibility of Indian Gaming money, to enhance already provided school safety funding. Any legislative amendments would include public safety priority.
5. Encourage union organizations to support the merger concept for the betterment of school safety.
6. Educate parents as to the short term and long term benefits of combining school law enforcement into one organization, use public service announcements and other media venues to communicate the message.

The committee then ranked each strategy based on feasibility, contribution to the overall mission, and likelihood to receive support. The three highest ranked strategies were selected for further review and analysis, and are presented in rank order of preference:

Strategy #1 – City and district leaders would identify one member from both boards to serve on a school safety committee. Each member would be empowered to facilitate, direct, and develop a plan to successfully merge police agencies. Key staff would be assigned from both the city and the district to serve on the committee to necessitate both legal and functional changes.

Several advantages to this strategy are present. First, the empowerment of leadership from both agencies allows for decisions to be made expeditiously. Furthermore,

empowerment to direct key staff ensures necessary changes happen within the typical scope of what each agency is use to seeing. Secondly, a collaborative effort provides diversity, improving the ability to get the job done correctly the first time. Lastly, direct communication between key staff, getting to know one another and obtaining a buy in to the concept and issues will ultimately lead to a more successful resolution.

Possible disadvantages are the likelihood of cost overruns if both city and district bureaucracy is not overcome. The probability of control issues could likely arise, whereby one agency believes their way is better. Difficulty obtaining some form of a paradigm shift from either agency could stall efforts as well.

While the advantages and disadvantages are real, most stakeholders would support this strategy. All stakeholders value the mission and micro missions to ensure student safety, thereby holding the overarching goal of merging as a top priority. As long as the eye remains on the prize for the right reasons, there is little political or economical risk. The perception of the public of whom they serve will find difficulty interfering with the committee's efforts.

Strategy #2 – In order to accomplish support, members of the union and labor forces must believe that something better will occur. While people value missions and objectives, and often take pride in their jobs, the everlasting dilemma of what is in it for them will always exist. Therefore, union board members would be added to the committee.

The advantage to this strategy is with union support from both sides, political opposition is unlikely. If union leaders can demonstrate both social and economic benefits to the merger, public perception will generally follow. Because municipality pay is considerably higher and benefits comparable, school district officers will earn more money under the merger. Because of the low ratio of officers to citizens within the city is one of the city's leading

concerns, and has been for the past ten years, the instant injection of fifty-plus school police officers would be a huge jolt to employee morale.

The disadvantage again may come from union leadership resisting change, and in the case of the district's union, a loss of power. Often power overshadows values and principles, leading some individuals to derail efforts for self preservation. This disadvantage is similar to a "snaildarter". As noted earlier, this is someone or some group who out of the blue can blindside efforts for change. Because of union strength both politically and socially, constant attention and guidance is necessary, often absorbing excessive amounts of time and energy.

The majority of the stakeholders would support the need for union support. The inevitable Pandora's box, "you're dammed if you do and dammed if you don't" concept comes to play in that you just simply need both groups to play in order to achieve the goal. Without union support, votes for the merger from both sides will sway away and the effort will have been lost in a sea of controversy.

Strategy #3 – Rather than rely on politicians and government to move toward a merger, educate the citizens to persuade the city and district to collaborate. While this strategy may appear to put the cart before the horse, reluctant leaders may require a push to tackle the merger endeavor.

The advantage to this strategy is clearly demonstrated when the public cries out for change. Both city and district leadership must recognize their obligations to their constituents and become forced to seek a solution. If parent groups also became involved, this would demonstrate possible support for alternative funding sources. Perhaps one of the other strategies regarding funding through legislative change or local initiatives could become a reality.

The disadvantage to strategy is the often lack of organization. The public in general, including community and parent groups can often be all over the place with their positions. It takes strong leadership and constant drive from several people to keep differing views away. Another disadvantage is often the public must rely on open forums to be heard. This appears to some individuals as more of a nuisance than a cause.

The stakeholders perceive this strategy as a mixed bag of worms. Many problems are associated with a grassroots effort. Unless well organized and led by several key community members, it may have a difficult time succeeding.

Recommended Strategy

The committee analyzed all three strategies and concluded the first strategy would likely be the preferred method to achieve a merger. The committee also felt that several components of the remaining alternative strategies were necessary to consider for an overall successful effort. This strategy was selected because the key stakeholders necessary to implement change were involved from the beginning. The strategy promoted ownership to the idea and issues likely to be encountered. The strategy incorporated shared decision making, collaboration, and a higher probability of funding necessary to implement the change. Lastly, this strategy has empowerment to get things done.

Implementation Plan

With a multi-diverse foundation for strategic development, and an identified strategy to build upon, an implementation plan can be developed. Key components of the plan would be phased in over a six year period.

Phase One – This phase would be two years in duration. During this time key leaders and stakeholders would be identified to create a school safety committee. A program manager would be chosen from within the committee to lead and create the necessary avenues to get the job done. The program manager would facilitate assignments and oversee much of the initial work needed to accomplish the merger. Meetings would be necessary with various groups and individuals to understand the complexities and issues the committee may encounter on the way. Certain action items such as a joint powers agreement, funding sources, training needs, and capabilities are all key components during this phase. Outside consulting may be necessary, as well as small sub-groups to identify how best to obtain a smooth transition. At the conclusion of this phase, the program manager would present a comprehensive report identifying all elements of the merger, both positive and negative, for review by the city counsel and district board of education.

Phase Two – This phase would again be two years long. During this time, both the city and board would study the report and request additional follow-up as necessary. Members of the committee would use this time to foster relationships with opposing points of view and education the parents and community of their efforts. Logistic planning of how the merger would occur will begin in anticipation of possible threats or objections. Final approval from both agencies and unions will occur during this phase, with actual implantation occurring next phase. Necessary resources will be identified and acquired. Public awareness will begin using media outlets as necessary.

Phase Three – This is the final phase and will be the final two years of the project. This phase will focus primarily on the actual physical merger of personnel and supporting resources. Action steps such as selection and assignments, training and introduction, policy

and procedures are key components during this phase. Education of students, staff and the community are also necessary.

Summary

The success of any strategy is contingent upon taking the responsibility to make it happen. The next chapter will begin to seek a method to transition strategies into reality. Being able to forecast negative aspects of the issue allows for the planning of ways to divert and overcome resistance. A give and take approach will continue throughout the planning, implementation, and evaluation of the transition.

CHAPTER IV

TRANSITION MANAGEMENT

This chapter will focus on the actual implementation of the selected strategy. The selected strategy is to develop a school safety committee to merge the city and school police departments. This transition will be accomplished through the use of a Transition Management Plan. The transition plan will identify a way to obtain the desired outcome. The transition management plan should neutralize the negative impacts and manage change for creative solutions for implementation.

A Transition Management Plan has three elements. First, is to identify key individuals or stakeholders who share similar expectations and concerns who play a critical part in the success of the strategy. These individuals will be later identified within the “critical mass” section of this chapter. Second, the plan will identify a management and leadership structure to achieve the transition or implementation. Third, the plan will identify methods to support the plan implementation and evaluation.

Critical Mass

Critical mass is the minimum number of persons or groups whose support is key to the success of the strategy. These are individuals who have a stake in the outcome and have both the power and authority to influence others. They are referred to as the “critical mass” and include: the chief of police and chief of staff for the school district, the president of the school police officers’ union, as well as a member of the municipal police officers’ union, a school board member, and member of the high school principal’s forum.

To achieve a successful transition, those within the critical mass must either support the desired change by engaging and assisting the change or remain neutral allowing the change to

simply occur. The following outlines each critical mass member's level of involvement. The "X" represents the present commitment and the "O" represents the minimum commitment needed to affect change.

COMMITMENT TABLE

CRITICAL MASS MEMBER	BLOCK CHANGE FROM OCCURRING	ALLOW CHANGE TO OCCUR	ASSIST IN CHANGE TO OCCUR	MAKE CHANGE OCCUR
Chief of city police	X	O		
Chief of school police	X	O		
Chief of Staff for school district		X		O
POA President for school police	X	O		
School Board Member		X	O	
Senior High Principals group	X	O		

Chief of city police – The city police chief is critical to the success of any consolidation. Several factors must be examined and weighed to fully understand the complexity of the issue. At the current time the city police chief is resistant to change; he believes the obstacles outweigh the possible successes. The significant obstacles are the merger of school police personnel into the ranks of city police and the related issues of retirement and medical disabilities; as well as the ability to perform the same level of service to the schools. Consolidation will be difficult without transitioning the city police chief to allow for change. Resistance may be overcome by demonstrating how additional officers will improve overall service, by increasing the capacity to respond to crime with greater efficiency and flexibility.

Chief of school police – The school police chief is somewhat less critical to an actual consolidation, but is instrumental for the morale of those affected by the change. While the school police chief is resistant to change, he would allow change to occur under the right circumstances. If mechanisms and safeguards were in place to protect personnel, improve delivery of service, and guarantee adequate funding to sustain a proactive school program, then the school police chief would allow change to occur.

Chief of Staff for school district – This person represents the beliefs of the district's superintendent. The superintendent's power and authority is equal to the city chief of police in making change happen. As the top position within the school district, the superintendent is empowered by the board of education to manage district departments to ensure the highest level of education to all schools in the district. While school safety and security is important and valued, it is not part of the overall mission of education. Teaching and learning is the mission and takes precedence over all other matters. The chief of staff currently favors consolidation and would make change happen. The desire is to assist in change and permit consolidation, primarily to save money.

POA president for school police – Consolidation will greatly impact the lives of the membership. Hours of employment, compensation, health and welfare benefits, as well as possible loss of rank and seniority are major considerations of the POA. The power and authority of the POA president for school police is limited primarily due to their small membership. While active both locally and statewide in legislative lobbying, it is unlikely consolidation would cause enough

impact for outside legislative intervention. However, there is a higher probability that local parent groups and other educational unions could impact change from occurring. The president is leery of the city and has a genuine concern for his membership and the constituents they serve. The POA would allow for change if promised higher salary, benefits, and greater opportunities for advancement for both sworn and civilian personnel.

School Board Member – The school board member is one of five members which make up the board of education. A school board member is required to be responsive to both constituents and employees. While all members support safe and secure schools, each may have differing opinions of what that exactly entails and how the district goes about achieving school safety. Each member of the board shares responsibilities for influence, generally being most influential for that portion of the city which they represent. However, safety and security of school children is one area that has no boundaries. This school board member, much like the POA president, is leery of consolidation. While understanding and appreciating the chief of staff and superintendent's position to allow and assist in change, the school board is concerned about control and the impact to services for children. Because of these concerns and probable resistance from both labor and parents, the board may wish to remain neutral to the plan. However, the school board would allow for change to occur if convinced it was in the best interest of the district. The school board members could be convinced to make change happen if the merger could be proved to be cost effective, improve the quality of service, and ensure jobs are not lost.

Senior High Principals Forum – This is a group of nineteen principals who oversee the daily management and supervision of nineteen high schools spread out over 200 square miles of the city. Each principal works in a different social and economical location, making each school site unique into itself. Their paradigm is closely focused on student achievement. They demand respect and control over their schools and many see student success as a team effort. For over twenty years each principal has had their own full time assigned school police officer. They view this officer as a critical part of the team. The senior high principals will want to block change from occurring. There has become a true sense of ownership with their school police officer and many subscribe to the notion, “if it isn’t broke, why try to fix it.” Their current commitment and desired commitment remains unchanged and they will resist consolidation. With each member’s contacts in the business and private sector of the community, each possesses the ability to be very influential. For the chief of staff and superintendent to be successful, they would need to move the position of this group to allow for change. This may be accomplished through several workshops to address preconceptions about consolidation. Assurances that officers would be permanently assigned with shared control would foster their support for the merger.

Transition Management and Structure

To implement change is to know how to manage change. As one can clearly see, most of the critical mass is opposed to the plan of consolidating school police services with city police. This challenges the transition and will require the identification of techniques needed to support and manage change. If the trend is to consolidate, and to consolidate appears negative, then

techniques must be identified to influence the trend to become positive; thereby, managing change.

The city police chief, school district POA, and the senior high principal's forum are all resistant to change but would allow change to occur if their needs were met. As noted earlier, the city police chief is critical to the success of consolidation. The chief's support will weigh heavily upon the rank and file within the organization as to how they receive and respond to the change. Of these three stakeholders, both the school chief and the principals are the key players necessary to allow for change to occur.

The first step should be to develop a task force of stakeholders and representatives. This team should be headed by one single leader and/or manager who has both a strong commitment to change and is empowered to make critical decisions. Based upon the analysis to this point, the correct person for this job would be the chief of staff or superintendent for the school district. Additionally, assistance will be necessary from the city to facilitate through the bureaucratic side of the city system. The most likely person for this position would be the city manager. Both have the power to influence change.

The remaining members of the task force should be a cross sectional group of all relevant members affected by the transition. This could include parents, teachers, students, police and union representatives. The group will establish goals and objectives. Their responsibility will be to achieve their goals through their objectives. The essence of their mission will be to find the techniques to support and implement change. The following task force design could be structured and used to develop a comprehensive method to manage change:

Task Force Members

The task force would be chaired by the chief of staff or superintendent for the school district and co-chaired by the city manager. Other members should include one representative from the following: city chief, district chief, city POA, district POA, teacher's union, PTA, board of education, and principals forum.

Change Techniques

The members will use a variety of techniques to implement and manage change, including:

- Setting goals, objectives, and responsibilities.
- Identifying necessary resources to support transition to overcome resistance or objection.
- Identifying methods of communication to educate and support the objectives.
- Establishing timetables to achieve both objectives and goals.
- Keeping an open door policy, allowing others to join. Their voice should be heard.

One of the most important elements for successful implementation is individual responsibility. To insure responsibility one must have accountability. To ensure accountability it is necessary to utilize a responsibility chart. The chart serves to clarify roles, avoid duplication, and facilitate appropriate level of input on decisions.

The following responsibility chart identifies each member's responsibility, not necessarily the authority, to see that a decision, task, or action is completed. The chart further depicts who has approval with rights to veto, who has support to provide necessary resources, and who must be simply informed to avoid possible unknown impacts.

The "R" represents those individuals with responsibility to see that decisions, tasks, or actions occur. The "A" represents those individuals with approval of the decisions, tasks, or actions,

with a right to veto. The “S” are those individuals who support the decisions, tasks, or actions according to their resources, with no veto rights. Lastly, the “I” are those individuals who are informed of the decisions, tasks, or actions, also with no veto rights.

RESPONSIBILITY CHART

Decisions Tasks/Acts	Chairperson	Co- Chair	City COP	District COP	City POA	District POA	Teach Union	BOE	Prin. forum group
Integration	R	A	A	S	A	S	S	A	I
Service	A	S	R	R	S	S	I	A	A
Resources	R	A	A	S	A	A	I	A	S
Control	A	A	R	R	S	S	I	A	S
Training	S	I	R	A	S	S	S	I	S
Evaluation	S	R	A	A	S	S	I	I	I

LEGEND: R = Responsibility to see that decisions, tasks, or actions occur

A = Approval of the decision, task, or action with right to veto

S = Support of the decision, task, or action according to resources – no veto rights

I = Informed of the decision, task, or action – no veto rights

The responsibility chart identifies who will do what in this transition. The transition of consolidation is multifaceted, involving a variety of complex issues for both agencies. Several factors must align to move what appears to be a negative event to a positive event. A readiness assessment along with an education action plan is necessary to begin movement for change. The following describes decisions, tasks, or acts identified in the responsibility chart.

Integration – The act of incorporating two organizations into one. The chairperson of the task force would have the responsibility to ensure decisions, tasks, or actions related to the integration process occurred. This could include how a merger would occur, either phased in or done at one time. Other members would share approval or support while some members only require the information.

Service – The act of identifying the needs of both organizations. The city and district police chiefs would share responsibility to ensure decisions, tasks, or actions related to needs

identification or needs expectations for both organizations are met. Other members would share approval or support while some members only require the information.

Resources – The act of identifying sources or supplies which are compatible with both organizations. The chairperson of the task force would have the responsibility to ensure decisions, tasks, or actions related to sources and supplies are identified and made available for the integration process to occur. Other members would share approval or support while some members only require the information.

Control – The act of ensuring accountability and identifying the hierarchy of both organizations. The city and district police chiefs would share this responsibility to ensure decisions, tasks, or actions related to the chain of command for both organizations are met. Other members would share approval or support while one member only require the information.

Training – The act of teaching others required information for both organizations. The city chief would have the responsibility for decisions, tasks, or actions related to the method, state, and need for training for both organizations. The district chief would approve while other members would share support and information.

Evaluation – The act of accessing the value or worth of the merger process. The co-chair of the task force would have the responsibility for decisions, tasks, or actions related to the significance of the merger. This is a method for monitoring and evaluating what must occur in order to actually put the plan in place. This method can be accomplished by planned assessments and surveys. Committee members can solicit opinions through the use of interviews and questionnaires. Feedback from these methods will allow for on-going management and self assessment. Other members would share approval or support while some members only require the information.

Lastly, each member must respect the anecdotal information they receive with respect to the human feeling each stakeholder holds near and dear to their position. The feeling of success comes with a sense of ownership whereby each person has addressed their concerns and appears positive about the outcome. Fear and anxiety can only be overcome by confidence and understanding.

The next chapter is the final chapter where a summary of all components used in this study are summarized and shown to apply to the issue.

CHAPTER V

SUMMARY

The goal of this study was to answer the issue and sub-issue questions. Research used included literature Internet search, interviews, a Nominal Group Technique exercise, forecasting, a Cross Impact analysis, scenarios, strategic planning, and transitional management. The following summary reflects the results of the research, addressing both the key issue and five sub-issues.

Issue – What will be the impact of consolidating a K-12 school police department with a large urban municipal agency by 2008? The research rendered a problematic response to the issue. Varying paradigms from those interviewed, as well as social and economic trends initially provided dismal support for the issue. While education has benefited from law enforcement collaboration, control and application of this relationship appears vital to its success. While declining student enrollment in public schools and declining school funding present valid concerns for consolidating, these trends were actually less influential on the issue than first thought. Having officers who are specially trained and who possess a true desire to work with children outweigh many of the other factors thought to be major inhibitors.

Sub-issue – What is the feasibility of consolidation? The plan calls for a collective effort by the city of San Diego and the San Diego Unified School District to share costs associated with providing municipal law enforcement services to schools, and to explore alternative funding sources to off-set financial impacts. The fiscal outlook of this plan based on anticipated trends remains somewhat unclear; however, joint power with shared costs provides support for the plan.

Sub-issue – What are the conflicting values and interests between education and law enforcement? The plan identifies differing values and interests, as well as a method to bring

stakeholders together for the common good. The plan demonstrates the need to establish positive relationships through training and interaction at multiple levels. The district must embrace school security and safety right along side with teaching and learning. The city must guarantee an officer selection and placement process which allows for district input. Finally, both parties must work together to achieve the highest level of service which most benefits the school children, staff, and overall environment.

Sub-issue - What will be the social acceptance of local law enforcement in schools vs. specialized school police? Reviewing the literature and interviews with all parties involved, this was clearly a concern for the school district. Having input and control concerning the placement of officers in schools and the length of their commitment is critical to the plan's success. The trend of municipal takeovers without district officer infusion must change. Plans must be made to include existing district officers into the municipality for any consolidation to be successful.

Sub-issue - How will local law enforcement management interface with public education? The plan calls for a collaborative vision of school safety with improved service. All parties must be committed to this vision to establish trust in the relationship. The district must commit resources to train municipal officers to work with children in some non-law-enforcement conventional ways. Law enforcement management must exercise top down support for the training, which may included child psychology, behavior analysis, cultural awareness, and general counseling. Typical law enforcement officers may not be receptive to this training, thereby enforcing the need for district input on the officer selection and placement. Law enforcement management must buy into the long term benefits to working in schools with school children; for the children are the future and the impacts of today will have a lasting affect into tomorrow.

Sub-issue - What will be the primary focus, the school's mission or the department's mission? As noted earlier, the primary vision and mission for all will be school safety and security. Added weight will be placed on resources necessary to achieve the vision. Committed parties on both sides of the fence must share their resources and power.

Historically, the primary responsibility for the socialization of juveniles has been the family, reinforced by the community, and fortified by schools and churches. However, this responsibility has now shifted significantly to schools and law enforcement. To successfully reverse this threat, stakeholders must work together to create new and effective strategies for viable solutions to school violence issues. These coalitions must become a reality or we can expect an increase in juvenile violence resulting in increased school violence. With this increase will come the loss of more young lives and the loss of productive futures for youth. The threat of crime impacts student achievement thereby, causing many communities to request police presence on their school campuses.

Technology is an ever changing unknown but without doubt will be the future of generations to come. All agree most children today understand technology better than adults, thereby demonstrating a need for adults to remain aggressive in learning about technology. Over the past decade technology has increasingly demonstrated its potential to do things faster, cheaper and better than human beings. The best example related to school safety is cameras. Used to view a school campus, cameras are faster, cheaper, and better than one human being police officer. Cameras can view, record, and playback a multiple number of incidents at simultaneous times. One person can oversee an entire school campus and report criminal activity as it occurs. With the expansion of technology comes a lessened need for actual safety personnel.

Political resistance often is associated with the economic and social threats. If the opportunities and strengths within those two other environments do not prevail, both external and internal politics will come into play. Social threats will influence political decision making while economic threats will only fuel the cause to defeat the issue.

The cry for student achievement and student safety provides an avenue for police intervention into our schools. Collaborating with parents, students, and staff provides a diverse perspective of problems and solutions. Having police officers as mentors, working with children hand in hand will support student achievement while providing student safety. Selection of officers who have the desire to change their traditional roles and focus on the emotional bond of working with children will only strengthen the ultimate vision of improving safety and achievement.

Using the school districts backbone and infrastructure, a consolidated police agency could prosper. Over the past five years, the school district has spent millions of dollars to upgrade its entire network. The opportunities to stream video that once was too consuming of bandwidth is now is only a small fraction data within the fiber super highway. Advancement in video compression and streaming makes this safety technology viable. Now using voice over internet protocol, individuals can use their telephones and computers to see who they are speaking with or hold conference calls where everyone can see everyone in attendance. Rather than walk to or drive to a call of a fire or suspicious person, police personnel can now just look at their computer screen for instance confirmation of an event. A collaborative approach using technology could greatly impact the safety of the schools and the services provided by a merger.

If an actuarial study found by allowing school district police employees to remain in the California State Public Employees Retirement System (PERS) the impacts to the city retirement system would be minimal, the opportunity to overcome economic threats would be minimized.

Since pay between both agencies is comparable, the district could continue funding salaries and benefits or even sharing these costs with the city. The city benefits from getting more officers at a reduced cost and the district benefits from any liability.

Every politician is eager to support a platform of school safety, student achievement, fiscal responsibility, and innovative thinking. Those political individuals within each organization could benefit greatly by supporting consolidation. External politicians could demonstrate the issue as their idea, an idea that will provide better service and a reduced cost.

Based on the information learned during this study, a merger of city and district police departments is highly recommended. While merging might appear difficult to overcome, the overall benefits outweigh the difficulties. If a merger did occur, the outcome would provide more officers for schools, improved school safety, enhanced relationships and extend the city police force into the schools. The outcome would further provide streamlined services without duplication and improve public acceptance.

Lastly, the research discovered five primary concerns: budgetary, personnel, administrative, political, and operational. A task force would be developed to conduct a multifaceted study to detail the issue and sub-issues, while keeping in mind the concerns and how they interact. Key stakeholders such as employees, unions, parent groups, students, and the general public would be involved. Law enforcement and public education values, traditions, cultures, and expectations must be merged together as well. A phased merger plan would be necessary with evaluation and adjustment with time. With all the variables added together, organized and managed correctly, merging a K-12 school police department with a larger urban municipal agency can truly be an excellent idea in the future.

APPENDIX A

NGT PANEL

The following members were selected due to their knowledge and expertise in the subject area. An effort was made to select individuals who were involved in law enforcement and had a working knowledge of public education.

- Lieutenant (Retired) Robert Martin, San Diego City Schools Police Department. Lieutenant Martin has over twenty years of law enforcement experience, related to school policing.
- Lieutenant Paula Rivera, San Diego City Schools Police Department. Lieutenant Rivera has just less than twenty years of law enforcement experience, working fifteen of those years with the San Diego Police Department.
- Acting Sergeant Robert Carroll, San Diego Police Department. Sergeant Carroll has over fifteen years of law enforcement experience, working primarily as both a School Resource Officer and DARE instructor. Sergeant Carroll is currently a Public Relations Specialist for the San Diego Police Department.
- Criminal Analyst Connie Farrington, San Diego City Schools Police Department. Ms. Farrington has five years experience as a crime analyst for the city schools.
- Sue Nichols, Former Personnel Analyst for the San Diego Police Department. Ms. Nichols has over twenty years of experience in personnel matters related to public safety.
- Sergeant Alfonso Contreras, San Diego City Schools Police Department. Sergeant Contreras has over ten years of law enforcement with the school police.
- Sergeant Rueben Littlejohn, San Diego City Schools Police Department. Sergeant Littlejohn spent seven years as school resource officer in the city of La Mesa.

APPENDIX B

WOTS-UP & STRATEGY PANEL MEMBERS

The following members were selected due to their knowledge and expertise in the subject area.

An effort was made to select individuals who were involved with both law enforcement agencies used in this study.

- Robert Martin, Police Lieutenant, San Diego City Schools Police Department
- Steve McMillian, School Board Member, Poway Unified School District
- Renee Connelly, Vice Principal, San Diego City Schools
- Tim Smith, Police Lieutenant, San Diego City Schools
- Julie Deitz, PTA Member, San Diego City Schools
- Doug Norman, Parent, City of San Diego
- Robert Carroll, School Resource Officer, San Diego Police Department

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